

# South Yorkshire Probation Area



**SOUTH YORKSHIRE**

# Annual Business Plan 2007-08



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# Introduction

South Yorkshire Probation Area (SYPA) is one of 42 Areas that comprise the National Probation Service (NPS). Local governance is through the South Yorkshire Probation Board (SYPB). The SYPB is accountable to the Director of the National Probation Service. The NPS is part of the National Offender Management Service (NOMS) which also includes the Prison Service.

## NOMS Statement of Purpose

**“NOMS protects the public and assists the courts, holding securely and managing humanely the people sent to us. In delivering punishments imposed by the courts, we help offenders turn away from crime, make reparation to their victims and contribute to their communities.”**

NOMS and the NPS contribute to the Home Office’s strategic aim<sup>1</sup> to build a safe, just and tolerant society and, in particular contribute to:

**Objective One: People are and feel more secure in their homes and daily lives.**

**Objective Two: More offenders are caught, punished and stop offending and victims are better supported.**

**Objective Three: Fewer people’s lives are ruined by drugs and alcohol.**

South Yorkshire Probation Area is a public protection agency and is charged with managing the risks posed by offenders. We prioritise those offenders who pose the greatest risk of harm and / or re-offending.

We are a key statutory criminal justice agency and work in close collaboration with the local police, crown prosecution service, courts, local authorities, health, education, housing and a wide range of independent and voluntary partners as well as with the prison service. We recognise that we can only reduce re-offending in partnership with others.

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<sup>1</sup>‘Confident Communities in a Secure Britain’: The Home Office Strategic Plan 2004-08

# National Probation Service Aims

- **Protecting the public;**
- **Reducing re-offending;**
- **The proper punishment of offenders in the community;**
- **Ensuring offender's awareness of the effects of crime on the victims of crime and the public;**
- **Rehabilitation of offenders.**

This Business Plan seeks to ensure implementation of the Home Secretary's five year strategy<sup>2</sup> for reducing re-offending and reflects the priorities in the Criminal Justice System Review<sup>3</sup>. It seeks to take forward the work of the South Yorkshire Probation Board against these aims.

## Mission Statement

The South Yorkshire Probation Area manages the punishment and rehabilitation of offenders under orders laid down by the Courts in order to protect victims and the general public and reduce re-offending

## Values

South Yorkshire Probation Area believes that:

- **Communities have the right to live free from crime and the fear of crime;**
- **People can change and develop;**
- **Whenever possible offenders should be enabled to play a full part in society;**
- **Working with others is more effective than working on our own;**
- **All people should be treated with respect, dignity and fairness;**
- **The diverse needs of service users, victims, offenders and staff must be valued and met equally;**
- **Its services should be provided to the highest quality, delivering best value for money.**

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<sup>2</sup> 'A Five Year Strategy for protecting the Public and Reducing Re-offending' HM Government

<sup>3</sup> 'Rebalancing the Criminal Justice System in Favour of the Law-Abiding Majority, Cutting Crime, Reducing Re-offending and Protecting the Public' HM Government, July 2006

# The Planning Context

Since its inception in April 2001 the National Probation Service (NPS) has undergone considerable organisational change. That change process has not stopped and staff working in the South Yorkshire Probation Area (SYPA) of the NPS continue to face a difficult and challenging context in which to work.

The publication of the Carter Report in December 2003<sup>4</sup> and the Government's response<sup>5</sup> in January 2004 heralded the implementation of the National Offender Management Service (NOMS), intended to ensure closer working between the Probation Service and the Prison Service, and the commissioning of correctional services from a wide range of providers in a context of competition and the challenging of poor performance.

In 2005, a Regional Offender Manager (ROM) for the Yorkshire and Humberside Region was appointed. From April 2006 he has been responsible within the region for commissioning the full range of correctional services and for ensuring the implementation of the National Offender Management Model<sup>6</sup> and the Regional Reducing Re-offending Action Plan (RRRAP). The South Yorkshire Probation Board is committed to ensuring the Area co-operates fully with the ROM who will in 2007-08 commission all services provided by the SYPA through two Service Level Agreements, one for Offender Management and one for Interventions.

Currently, prospective legislation is being considered by Parliament<sup>7</sup> which will "place on the Secretary of State the statutory duty to make arrangements with others (whether in the public, private or voluntary sectors) to provide probation services", enabling "service delivery across organisational boundaries that support the end to end management of offenders. Contracts will span organisational boundaries and bring together multiple organisations working in partnership."<sup>8</sup> This will fundamentally alter the context in which the public sector providers of probation services operate and will require the Probation Board to consider which services it wants to continue to provide and which new services it wishes to develop and offer to the ROM in the future. The Government intends that, over time, Areas will be offered Trust status which will bring with it greater freedoms. At the time of writing this Plan the detail of what this would

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<sup>4</sup> "Managing Offenders Reducing Crime" Patrick Carter Dec 2003

<sup>5</sup> "Reducing Crime – Changing Lives" HM Government Jan 2004

<sup>6</sup> "The NOMS Offender Management Model" Home Office June 2006

<sup>7</sup> "Offender Management Bill" The House of Commons November 2006

<sup>8</sup> "Improving Prison and Probation Services: Public Value Partnerships" Home Office August 2006

mean is not available. However the South Yorkshire Probation Board would welcome the opportunity to work closely with NOMS in developing this approach.

In 2006, in order to implement the National Offender Management Model, SYPA reorganised its method of service delivery restructuring into two organisational divisions – Offender Management and Interventions. Whilst this approach still needs further work, the new structure is designed to ensure the end to end management of sentenced offenders through both custodial and community sentences; and structured interventions that address the criminogenic needs identified through the national offender assessment system, OASys.

The SYPA will seek during 2007-08 to strengthen its collaboration with other local, sub regional and regional partners to deliver the key objectives identified and are currently developing a local Sub-Contracting Plan designed to ensure that, by 31 March 2008, at least 10% of the Board's budget is used to commission services from other providers.

The SYPA is a full member of the local Criminal Justice Board, working with our partner agencies within the Criminal Justice System (CJS) to ensure efficient and effective crime prevention, crime detection, arrest and sentence and, following sentence, to ensure offenders are punished and rehabilitated.

The Regional Government Office also seeks to ensure safe and drug free communities, working through local Drug and Alcohol Action Teams (DAATs) and Crime and Disorder Reduction Partnerships (CDRPs). The Probation Service is not a statutory partner in CDRPs but seeks to work in partnership with them, Local Authorities and the DAATs, particularly through the implementation of the Government's plans for Prolific and Priority Offenders (PPOs), domestic violence and alcohol and other drug misuse. At the same time the Government is giving high priority to civic renewal issues and the SYPA is committed to supporting this through enhanced engagement with local communities, in particular in choices about and involvement in unpaid work placements for offenders and work with, for example, circles of support for sex offenders and our work with the victims of crime. It is anticipated that further opportunities for greater engagement may be identified during the development of our Sub Contracting Plan.

We are, therefore, working in an increasing complex and challenging context. SYPA must continue to demonstrate its ability to meet these challenges and move towards a more business orientated approach where we can sell our services successfully, confident we are helping to build "a safer, more just and tolerant society".

# Key Priorities 2007-08

**In line with the Home Office's Five Year Strategy for Protecting the Public and Reducing Re-offending, the Regional Reducing Re-Offending Action Plan, the priorities identified by NOMS, and the requirements of the two Service Level Agreements 2007-08, the South Yorkshire Probation Board has agreed the following key priorities for 2007-08:**

## **1. Protecting the public from harm**

Protecting the public from the harm posed by dangerous offenders remains South Yorkshire's highest priority. In order to ensure the effective management of this area of our work, South Yorkshire will continue to work closely with partner agencies and key stakeholders. In particular we will work with the local police and prisons through the Multi Agency Public Protection Arrangements (MAPPA), and will actively contribute to the delivery of the joint MAPPA Business Plan.

We will seek to provide an individually tailored mix of punishments, control, rehabilitation and opportunities for reparation to offenders who pose a medium or high risk of harm to others and / or who pose a medium or high risk of re-offending, as required by the courts, and in accordance with the principles of the What Works agenda; we will provide Approved Premise accommodation to help manage the risk posed by offenders.

We will deliver community based interventions for sex offenders, domestic violence perpetrators and offenders convicted of violence. We will work jointly with the Local Criminal Justice Board and Crime and Disorder Reduction Partnerships (where appropriate) to deliver against the Government's targets for Prolific and Priority Offenders, public confidence, narrowing the justice gap and the proper enforcement of community penalties.

## **2. Reducing re-offending**

The South Yorkshire Probation Board will prioritise working with prolific and other priority offenders and those at medium and high risk of re-offending.

It is committed to working with the Regional Offender Manager and other agencies at a regional and local level to ensure services likely to assist offenders avoid future offending are improved through the implementation of the Regional Reduction in Re-offending Action Plan (RRRAP), in particular in relation to accommodation; education, training & employment; health; drugs & alcohol; finance; benefit & debt; children & families and attitudes, thinking & behaviour.

We will pay particular attention to these needs when implementing our Sub-Contracting Plan and when deciding which interventions to commission or provide.

## **3. Ensuring effective work with offenders by embedding the core management process ASPIRE into all our practice**

**Assess – Sentence Plan – Implement – Review – Evaluate**

This will require work to improve the quality of all assessments using the nationally developed assessment tool OASys, ensuring that Sentence Plans reflect the criminogenic needs identified by OASys and are designed to ensure that greater resources are given to higher risk offenders, that sufficient and appropriate interventions are available to address all the identified needs of local offenders and that we constantly and systematically review and evaluate all our work.

## **4. Ensuring diversity of provision within a ‘lead provider’ context**

The South Yorkshire Probation Board will seek to establish itself as the sole provider of Offender Management services and lead provider of Intervention services in any future competitive environment and aspires to achieve Trust status. In order to do so it will actively seek to establish a positive relationship with the local Regional Offender Manager and through its Sub-Contracting Plan seeks to demonstrate its intent to be a successful lead provider of services delivered in partnership with a multiplicity of agencies.

The South Yorkshire Board will continue to work to establish a 'business edge' in all its dealings, to better understand and regulate its costs and to demonstrate effectiveness and cost efficiency. In particular, it will consider during 2008 working collaboratively on the joint delivery of services where this can be shown to secure greater value for money.

## **5. Ensuring the provision of a service to appropriate service users which respects their diverse needs, experiences and requirements**

The South Yorkshire Probation Board is strongly committed to ensuring that it offers a high quality service to all offenders and service users, that is responsive to their diverse needs, experiences and requirements, and that it regularly assesses service delivery and human resource policies and procedures to ensure they do not impact unfairly on any particular group of offenders or staff. It is concerned to ensure that it complies with all relevant legislation and that equality and diversity is firmly embedded within SYPA.

# Offender Management

**In order to make progress on the achievement of the area's priorities during 2007-08 the offender management team will ensure that:**

- **Public protection is understood to be the organisation's key priority and that all staff understand their role and responsibility and take appropriate action;**
- **All offenders are assessed within National Standards guidelines and sentence plans are implemented, reviewed and evaluated as outlined in the Offender Management Model (ASPIRE);**
- **The service provided to offenders reflects the level of risk of serious harm and of re-offending;**
- **Offender management staff contribute to the achievement of Key Performance Targets;**
- **An effective and timely service is provided to the courts which reflects the risk presented by offenders;**
- **Offenders are managed by one offender manager throughout their sentence;**
- **Offender management and Interventions services are identified in a way that can be seen and understood throughout the organisation.**

## Key Performance Targets for Offender Management are:

- **95% of Pre-Sentence Reports (PSRs) are completed to the timescales required by the Courts Service for South Yorkshire;**
- **Achieve an average of 35 working days from the relevant unacceptable failure to comply with resolution of the case, and to resolve 60% of breaches of community penalties within 25 working days of the relevant unacceptable failure to comply;**
- **Initiate breach proceedings for all cases within ten working days of the relevant unacceptable failure to comply in at least 90% of cases;**
- **70% of orders and licences to be successfully completed;**
- **The percentage of arranged appointments which the offender attends in the first 26 weeks of the order or licence to be no fewer than 85%;**
- **The percentage of cases that reach the six month stage without requiring breach action to be no fewer than 70%;**
- **The number of referrals to the Learning Skills Council (OLASS) community provision to be at least 1,440;**
- **At least 90% of OASys assessments to be completed or updated within five days following sentence or release on licence for all Tier 4 risk of harm cases (excluding PPOs);**
- **At least 90% of OASys assessments to be completed or updated within fifteen days following sentence or release on licence for all Tier 1 (where appropriate) Tier 2 and Tier 3 cases (excluding PPOs);**
- **At least 90% of OASys assessments to be completed or updated within five days following sentence or release on licence for all PPO cases;**
- **At least 90% of OASys assessments to be completed or updated within appropriate timescales for those entering custody.**

**Note** – These last four targets remain subject to clarification and final agreement. An overall reducing re-offending target remains to be identified and agreed.

# Interventions

**In order to make progress on the achievement of the area's priorities during 2007-08 the interventions team will:**

- **Provide a diverse range of effective interventions that meet the assessed needs of offenders;**
- **Use evidence of effectiveness and user feedback to inform interventions practice and development;**
- **Provide excellent information about interventions to offender management and ensure that referral and communication processes are smart and effective;**
- **Develop and maintain effective and innovative relationships with key partners;**
- **Work effectively and positively with the ROM's office and regional partners to achieve RRRAP objectives;**
- **Be creative and competitive – promoting the quality of our Interventions and responding to our strategic environment.**

## Key Performance Targets for Interventions are:

- To maintain at below 1% the proportion of unpaid work offender days which are lost because of stand downs – either on the day or notified in advance;
- 75% of unpaid work hours worked as a proportion of unpaid work hours ordered by the court;
- 1,320 successful completions of unpaid work requirements;
- At least 450 offenders under supervision sustain employment for four weeks;
- 564 accredited offending behaviour programmes completed by offenders;
- 36 accredited sex offender treatment programmes completed by offenders;
- 72 accredited programmes for domestic violence completed by offenders;
- 480 offenders start a Drug Rehabilitation Requirement (DRR) or Drug Treatment & Testing Order (DTTO);
- 75% of offenders are retained on DRR / DTTOs for 12 weeks;
- 85% of victims to be contacted within eight weeks of an offender receiving 12 months or more for a serious sexual or violent offence;
- To achieve the 2007-08 minimum sub-contracting target of 10%.

**Note** – A target for offenders living in settled and suitable accommodation remains to be clarified and agreed.

# Support Services

In order to make progress on the achievement of the area's priorities during 2007-08, head office units will ensure that the critical business support services continue to be provided in an effective and efficient manner.

## 1. Board, Legal and Property Services staff will:

- Assist the Board to fulfil its functions in a timely, efficient and effective way, and plan for the future in a way that supports the service's statutory duties;
- Ensure that the Board and service are represented in courts and other tribunals in a way that is effective, successful and provides value for money, and that Board Members and members of staff receive sound and timely legal advice;
- Work to ensure that the service operates from premises that are fit for purpose, suitably located, and provide value for money.

## 2. Financial Services Unit (FSU) will ensure that:

- All staff are paid accurately and on time during each pay cycle;
- The service complies with all statutory and regulatory financial requirements and reporting deadlines;
- The annual accounts are closed to the earlier timescales and receive an unqualified audit opinion;
- Supplies and services are procured efficiently and that payments are made accurately and within 'prompt payment' guidelines;
- Regular and reliable monitoring information is provided to ensure that budgets are managed within the overall resource.

### **3. Human Resources Unit (HR) will ensure that:**

- **The right staff are in the right place, doing the right things and doing them well;**
- **Staff attendance at work is maximised through the active management of sickness absence and active promotion of employee care, health and welfare;**
- **Diversity is valued and embedded throughout the organisation;**
- **Staff are well informed about, and empowered to achieve, organisational goals, procedures and processes;**
- **It offers a service which ensures the best possible value for money is achieved.**

### **4. Information Services Unit (ISU) will ensure that:**

- **Non-ISU staff have the IT skills and knowledge they require to work effectively and efficiently;**
- **ISU staff have the knowledge and skills required to continuously improve IT hardware, applications, information and support services;**
- **IT hardware, applications, information and support services are fit for purpose and support the effective and efficient working of all staff in SYPA;**
- **SYPA has processes and products that are fit for purpose and developed using good information about stakeholder perceptions;**
- **SYPA has externally validated awards for excellence and improvement in at least two areas over at least two years.**

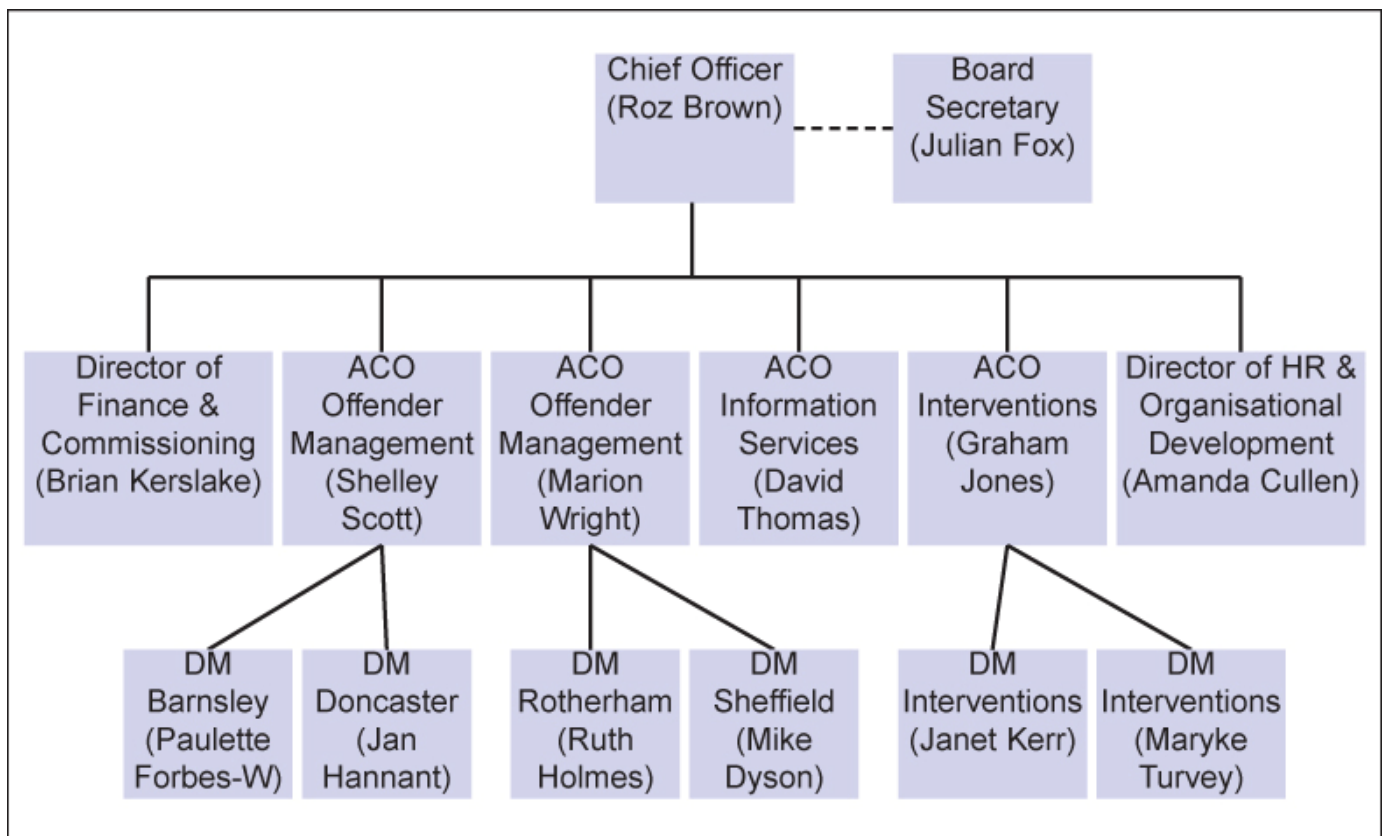
## **5. PR & Communications Unit will ensure that:**

- **The South Yorkshire Probation Area is recognised by the Regional Offender Manager (ROM) as a high-performing, efficient and effective public service that is the 'provider of choice' for offender management and interventions;**
- **Stakeholders have confidence in South Yorkshire's ability to manage, punish and rehabilitate offenders in order to protect victims and the general public and reduce re-offending;**
- **Timely, accurate, accessible information is available in the right format, which provides clear guidance and instruction to staff and which supports the service's vision and the delivery of the Annual Business Plan;**
- **An organisational culture exists that rewards and recognises success and demonstrates a commitment to shared values.**

# Organisational Arrangements

In order to deliver the priorities, objectives and targets outlined in this business plan, SYPA will be organised in two clear service delivery functions – offender management and interventions. Head office units will assist the delivery of these operational services through the provision of effective business support services.

The senior management structure that will lead and guide SYPA is set out below. There are two assistant chief officers responsible for offender management, each responsible for specific areas of policy and each responsible for two of the geographic divisions within which services are delivered. There is one assistant chief officer responsible for interventions across the area, working with two divisional managers each responsible for particular aspects of intervention services.



# Workload

In addition to the objectives and targets identified, it is important to recognise the ongoing demands placed on SYPA by its work in and for the courts and through the supervision of offenders.

It is estimated that SYPA will produce 6,530 Pre Sentence Reports in 2007-08. The service is moving toward a target of 40% of reports being fast delivery (FDRs) and 60% standard delivery (SDRs). A more realistic planning assumption for 2007-08 is for 1,960 FDRs (30%) and 4,570 SDRs (70%).

The average caseload for offenders under current supervision is assumed to be 7,250. This includes offenders on community sentences, those sentenced to custody and those on licence release under the supervision of the service. The anticipated mix of cases, including tiering (by risk of harm) is identified in the table.

<b>Anticipated Caseload</b>	<b>Tier 1</b>	<b>Tier 2</b>	<b>Tier 3</b>	<b>Tier 4</b>	<b>Total</b>
Pre-Release Cases	110	340	1,030	640	2,120
Community Sentence Cases	1,240	800	1,950	200	4,190
Post-Release Cases	90	200	540	110	940
<b>Total</b>	<b>1,440</b>	<b>1,340</b>	<b>3,520</b>	<b>950</b>	<b>7,250</b>
<b>Percentage</b>	<b>20%</b>	<b>18%</b>	<b>49%</b>	<b>13%</b>	

# Budget

SYPA is required to manage workload and meet the performance targets within a resource allocation notified by NOMS centrally and agreed with the ROM. The allocation for 2007-08 is £24.140m. The proposed operational budget is identified below.

<b>Budget 2007-08</b>	<b>£ (millions)</b>
Offender Management Services	13.944
Interventions Services	6.455
Business Support and Other Non-Operational Services	3.741
<b>Total Budget</b>	<b>24.140</b>

# Business Risk

Managing the organisation and balancing the competing pressures of workloads, targets, resources and the needs and demands of offenders, staff and external stakeholders gives rise to a number of organisational risks. The most critical of these are identified here.

Risk Number	Risk Description	Action Owner
1	Failure to achieve organisational certainty about the future role of the service, leading to low staff morale, poor performance and drain of skilled experienced staff.	<b>Roz Brown</b>
2	Failure to meet targets leading to budget reduction, reputational damage and possible loss of business.	<b>Roz Brown</b>
3	Failure to manage the budget within the approved allocation and within the agreed SLA totals, leading to possible financial penalties and loss of confidence in ability to manage contracts.	<b>Brian Kerslake</b>
4	Failure to have sufficient staff available for work, leading to poor area performance, inability to meet service delivery targets and increased pressure on staff in work.	<b>Amanda Cullen</b>
5	Failure to manage high and very high risk cases sufficiently well leading to re-offending of a serious nature.	<b>Shelley Scott &amp; Marion Wright</b>

6	Failure to provide continuity of offender management leading to poor performance, undermining of offender management model, risk to business from ROM and poor inspection result from HMIP.	<b>Marion Wright &amp; Shelley Scott</b>
7	Failure to provide an adequate range of appropriate interventions to meet the assessed needs of offenders, leading to failure to address offending behaviours and reduce re-offending.	<b>Graham Jones</b>
8	Failure to provide an estate fit for purpose, leading to wasted resources, poor staff morale and negative impact on service delivery.	<b>Julian Fox</b>
9	Failure to prepare for contestability leading to loss of business to alternative providers.	<b>Brian Kerslake</b>
10	Failure to prepare adequately for C-NOMIS leading to poor implementation and loss of opportunity to maximise benefits.	<b>David Thomas</b>





**SOUTH YORKSHIRE**

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